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HIGHER EDUCATION: AN INVESTMENT IN EXCELLENCE

Report of the  
Governor's Commission on Excellence in Higher Education

January 1986 <sup>1987</sup>

1. The first part of the report is a general introduction to the subject of the study.

2. The second part of the report is a detailed description of the methods used in the study.

3. The third part of the report is a discussion of the results of the study.

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Governor's Commission on Excellence in Higher Education

January 1986



EXECUTIVE DEPARTMENT

ANNAPOLIS, MARYLAND 21404

COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

HARRY HUGHES  
GOVERNOR

January 14, 1986

ALAN P. HOBLITZELL  
CHAIRMAN

The Honorable Harry Hughes  
Governor of Maryland  
Annapolis, Maryland 21404

Dear Governor Hughes:

As Chairman of the Commission on Excellence in Higher Education, I am pleased to submit to you the Commission's report, "Higher Education: An Investment in Excellence." This report is intended to respond to your charge to us to study the condition of higher education in Maryland and to recommend changes which will improve its quality.

The Commission spent more than a year visiting the campuses in Maryland, listening to testimony from a wide variety of interested people and from disinterested experts, and developing our thoughts about possible improvements. We present to you this plan which envisions some modification in structure to strengthen central coordination while decentralizing governance, some changes in planning and evaluation for higher education, reduction of enrollment and strengthening of standards at the University of Maryland's College Park campus, increased flexibility in operating and capital budget execution, and a five year plan for improving the funding of higher education. While the Commission enjoyed lively debate about the direction we should take, the members emerged in full agreement that this plan can improve the quality of higher education in Maryland.

In studying Maryland's higher education system, we found a rich variety of postsecondary education resources and a strong interest in improving them. We believe that Maryland has the potential to strengthen this system, and we appreciate your asking for our participation in planning such improvement.

Sincerely,

*Alan P. Hoblitzell, Jr.*  
Alan P. Hoblitzell, Jr.  
Chairman

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## Executive Summary

The Commission on Excellence in Higher Education was appointed by Governor Harry Hughes in October 1985. He directed the Commission to study and make recommendations pertaining to the achievement of excellence in higher education. This study was to recognize economic and demographic conditions influencing the system as well as interests and needs of the citizens for higher education. It was to address issues related to defining institutional missions, promoting effectiveness and efficiency in the system, financing higher education, and providing accountability in the use of public funds. While the Commission examined both public and private sectors of higher education, its findings and recommendations primarily are focused on the public sector.

Maryland's system of higher education is found to have considerable promise. It offers excellent access and considerable diversity. Some academic programs have achieved national distinction and a number of faculty have merited national attention in their fields. Maryland's citizens participate in higher education somewhat more actively than do citizens in the nation as a whole. The State enjoys a healthy and diverse economy and its leadership has demonstrated a willingness to support education reform at the elementary and secondary levels.



The public system of higher education, however, currently has a number of impediments to excellence:

1. Its structure is complex with accountability diffuse.
2. Institutional missions are not sufficiently distinctive to ensure efficiency and the academic profiles of some institutions fall short of those suggested by the institutional missions.
3. Systemwide planning is not strategic: the goals to be achieved by the institutions' collective contributions are neither clearly defined nor tied to specific objectives of the State, strategies for achieving the goals are not evident in the plan, and mechanisms for evaluating progress toward these goals are absent. Furthermore, there is no authority or mechanism to promote compliance with systemwide planning.
4. Cooperative efforts among proximate institutions, between higher education and the public schools, and among colleges and universities and business, industry, and economic development officials need further development.
5. Funding for the system is only average when compared to other states and processes for developing and executing the budget are burdensome.

To improve these deficiencies and to permit a good system of higher education to move toward excellence, the Commission offers the following major recommendations. The complete recommendations are found in Chapter V of this report.

### Structure

1. The State Board for Higher Education is to be reconstituted as a thirteen member Maryland Higher Education Commission (MHEC) and assigned the current responsibilities of the State Board for Higher Education, the State Scholarship Board, and the Maryland Higher Education Loan Authority. The MHEC will be responsible for developing a statewide plan for higher education based on mission statements and strategic plans initially developed by the institutions. When necessary to ensure institutional compliance with its mission as developed in this plan, the MHEC is to be empowered to transfer, modify, or abolish existing academic programs. The MHEC will provide for annual accountability programs, develop guidelines for admissions appropriate to institutional missions, recommend the level and distribution of lump sum budgets to the institutions, and assume governing authorities for an institution which fails to meet its mission.

2. Individual eleven member boards of trustees are to be created for Bowie State College, Coppin State College, Frostburg

State College, Salisbury State College, Towson State University, and the University of Baltimore to replace the Board of Trustees of State Universities and Colleges and the boards of visitors of these institutions.

### Planning

3. Institutions are to undertake a detailed review of missions, programs, curriculum, standards of admission and progression, accountability, and cooperative opportunities. They are to develop a proposed institutional plan to be reviewed and approved or modified by the MHEC, which will use these to adopt a statewide plan for higher education. This plan is to establish the University of Maryland as the most selective institution and the institution empowered to develop new doctoral programs, the community colleges as the point of broadest access, and the remaining colleges and universities as a diverse segment of institutions with distinctive missions. The MHEC's planning is to incorporate advice from planners beyond the higher education community, and its plan is to incorporate a description of higher education's role in economic development.

4. The MHEC is to develop mechanisms for better integrating the higher education's resources in the Baltimore area and for better coordinating the efforts of the colleges and the public schools and the colleges and the business community.

## Quality

5. The full time equivalent student enrollment of undergraduate students at the University of Maryland College Park is to be reduced by twenty percent. The University will retain State funds equivalent to general fund and tuition support associated with the planned enrollment decline and will use these funds for quality improvement.

6. Quality of the faculty is to be enhanced by raising salaries to the 75th percentile of the corresponding ranks on the AAUP comparative salary schedules for similar institutions, by awarding salary increases on the basis of merit and by providing an endowment for the Eminent Scholars Program designed to attract prominent faculty.

7. Teacher education programs are to be strengthened.

8. Remediation is to be concentrated at the community colleges and one of these colleges in collaboration with a four year college should conduct research and develop model programs in remediation.

9. Retention standards and rates of retention are to be improved.

10. Grants should be made available to the colleges and universities from a pool of funds for initiatives to improve quality or collaboration.

11. The MHEC will provide for an ongoing assessment of academic programs and should promote efficiency by merging or closing unnecessary or non-productive programs and by denying approval for new programs when need is not clearly evident.

#### Funding

12. Funding will be enhanced to preserve for the University of Maryland funds associated with the planned enrollment decline at College Park, to raise faculty salaries across the system, to endow the Eminent Scholars Program, to continue funding the current rate of institutional aid for independent colleges and universities, to provide incentive grants for quality and cooperation, to improve support for community colleges, to increase the Distinguished Scholar Award and to target additional merit based aid to students attending the University of Maryland's College Park Campus. Private fund raising is to be encouraged.

13. Student aid is to be used to promote access; scholarship programs having neither need, merit, non desegregation as their purpose should be phased out and associated funds added to the General State Scholarship Program. A new privately funded program

of college work study should be initiated. The State is to explore the feasibility of a tuition prepayment plan or a tax incentive plan for higher education costs. Students receiving State student financial aid should be required to maintain a c average.

14. A restricted fund for refurbishing and renewing physical plants is to be established with provision that funds in this account may be carried forward from one fiscal year to the next. Capital projects, particularly renovation and renewal, for higher education need priority attention. A revolving capital fund for the purchase of instructional equipment should be established.

15. The capital budget process is to be simplified by giving the University of Maryland parallel authority to the Departments of General Services and Transportation and by consolidating program and detailed planning processes for other institutions.

16. Flexibility is to be granted for procurement of administrative computers.

#### Accountability

17. Governing boards will be accountable for the institution's performance in meeting its mission. The MHEC will assess the institutions' collective performance in meeting

systemwide objectives and which will have authority to impose sanctions if institutions fail to fulfill their missions. All coordinating and governing boards are to provide for regular assessments of their leadership as a board.

The recommendations are designed to place governance authority close to the institution and to provide strong systemwide coordination. They are intended to raise quality by careful planning, by promoting more efficient use of existing resources, and by linking accountability to the planning process. Improving quality will require enhancing the State's financial contribution to higher education, and the Commission suggests targeting this financial commitment to salaries, to plant renewal, and to specific initiatives designed to promote quality or to improve an institution's ability to meet its mission.

I. Introduction: The Commission's Charge and Process of Study

The Commission on Excellence in Higher Education was appointed in October 1985 by Governor Harry Hughes. He directed the Commission to study and make recommendations pertaining to the achievement of excellence in higher education. This charge was to encompass issues related to defining institutional missions, promoting efficiency and effectiveness in the system, financing institutions of higher education, and ensuring accountability in the use of public funds. Governor Hughes asked the Commission to consider these issues in the context of projected demographic trends, educational needs, employment trends, and affordability.

The Governor's appointment of the Commission was responsive to resolutions (House Joint Resolution 50 and Senate Joint Resolution 11) of the General Assembly passed in its 1985 session. These resolutions posed additional related questions for the Commission's study:

1. What is the most appropriate methodology of determining the correct level, process, and distribution of funding of higher education in the coming decades?
2. Assuming an appropriate methodology of funding, is the State funding of higher education now at the appropriate level, considering the range of needs and programs as



well as the limits of State resources?

3. What incentives could be instituted to encourage and increase cooperation among institutions, and segments of the higher educators community - both public and private - considering their respective missions?
4. What are appropriate methods of assuring accountability for the use of State funds?

The Commission approached this broad charge by holding a series of hearings and site visits to public and private institutions of post secondary education. Testimony was heard from each governing and coordinating board in higher education; from chief administrative officers of the institutions and campuses; from the business community; from State Departments of Economic Development, Employment and Training, Planning, Budget and Fiscal Planning, Fiscal Services, General Services; from the State and local boards of elementary and secondary education; from faculty; from State Councils on Employment and Training and Vocational Education; from the State Scholarship Board, the Higher Education Loan Corporation, and the Supplemental Loan Authority; and from consulting experts in higher education.

The recommendations included in this report are designed to be responsive to the charges from the Governor and General

Assembly and draw from the impressive and extensive testimony presented to the Commission. While there are a limited number of observations and recommendations about the private sector colleges and universities, the concerns of the Commission address primarily the public institutions of higher education.

## II. The System: Context for Change

### Organization

Maryland's system of higher education includes a multi-campus university, eight single campus colleges and universities, and seventeen community colleges. In addition, there are twenty-three independent colleges and universities and two hundred twenty-five non-collegiate independent postsecondary schools.

The system is coordinated by the State Board for Higher Education, which is the State Postsecondary Education Planning Commission. In addition to developing an annual plan for postsecondary education, the State Board is responsible for approving new academic programs, desegregation planning, regulation of proprietary institutions, granting approvals to operate and grant degrees, administering funds for interstate education compacts and for aid to independent colleges and universities, articulation of educational programs, and consolidating and making recommendations on the budgets of the institutions of higher education.

Four governing boards are responsible for the governance of the State's baccalaureate degree granting institutions. The University of Maryland, which has five campuses as well as research laboratories and other off-campus locations, is governed

by its Board of Regents. The Board of Trustees of State Universities and Colleges governs six State colleges and universities: Bowie State College, Salisbury State College, Coppin State College, Frostburg State College, Towson State University, and the University of Baltimore. Morgan University is governed by its own Board of Regents, and St. Mary's College is governed by a separate Board of Trustees. Boards are appointed by the Governor and are responsible for selecting a president and managing the institutions within their control.

Each community college in Maryland is governed by a local board of trustees. The State Board for Community Colleges administers the State's aid for community colleges, coordinates the community colleges, facilitates transfers of community college students to four year colleges, and coordinates relationships between the high schools and community colleges.

The Education Coordinating Committee, which includes members from the State Board of Education and the State Board for Higher Education, has as its purpose coordinating issues which concern both the elementary secondary schools and the postsecondary institutions. The State Superintendent of Schools and the Commissioner for Higher Education, who are the chief executive offices appointed by their respective boards, are members of the Education Coordinating Committee.

### Access

Maryland's citizens enjoy relatively good geographic access to higher education. Ninety-eight and six-tenths percent of the State's population lives within a twenty mile radius of a college or university. Nearly eighty-three percent lives within twenty miles of a four year public college, and ninety-five and six-tenths percent lives within twenty miles of a community college. Over half the State's population lives within twenty miles of twenty or more different colleges and universities, and nearly ninety percent lives within twenty miles of ten or more colleges and universities.

While undergraduate education is available within commuting distance for most citizens, convenient geographic access to specialized graduate programs and to the research resources of major universities is an issue of some concern. Such problems are being addressed through extensions of university resources to off campus locations. Graduate programs are available in Western Maryland, for example, through the University of Maryland's cooperation with Frostburg State College at the College's campus. Research resources and graduate education are being offered by the University of Maryland and Johns Hopkins University in Montgomery County, where high technology industries and county economic development officials had found access to university resources inconvenient for their purpose.

Access for students of all races to institutions and programs is a second goal. Historically, four Maryland colleges - Morgan, Bowie, Coppin, and the University of Maryland Eastern Shore - played a critical role in ensuring access for black students. These institutions maintain their historical identities but play a broader role today. Maryland has achieved parity between black and white high school graduates in their initial access to higher education, as evidenced by nearly equal rates (32.4% for blacks and 30.3% for whites in 1982) of enrollment in public institutions of higher education immediately following high school. Maryland has adopted A Plan to Assure Equal Postsecondary Educational Opportunity 1985 - 1989, which makes a continuing commitment to initial access to higher education, and which establishes new goals of access for graduate and professional education, for enrollment in specific academic fields in which minorities are under represented, and for further desegregation of Maryland's campuses. The Commission believes that its recommendations, by improving quality throughout the system, will assist in achieving the goals of this plan.

A third possible barrier to access and one which may become problematic in Maryland is cost. Maryland's institutions of higher education have somewhat high rates of tuition and fees relative to other states' public institutions, and costs of room and board for resident students at several institutions are considerably above national averages. Moreover, Maryland's

investment of State funds in student financial aid is not high, and its average award of State student financial assistance is relatively low. These facts are countered in part by the relatively high personal income of Maryland's citizens. The rate at which Maryland's high school graduates enroll in college is comparable to and somewhat better than the average enrollments of high school graduates on a national level. Moreover, there is no evidence that tuition differences among institutions have acted as a barrier or screen for enrollment. While these facts suggest that cost has not yet become a significant barrier to access to higher education in Maryland, this is a possible concern for the future.

#### Demographics

Maryland currently enrolls 134,500 full time equivalent students in its public colleges and universities and 21,500 in its independent colleges and universities. Over 42,000 of these students, nearly 32 percent of the total public enrollment, are enrolled at the University of Maryland. Another 63,000 full time equivalent students are enrolled in State funded community college programs. The balance are in the colleges and universities.

Slightly more than half of the enrollment is made up of students who attend college part time. Nearly three-fourths of the part time students are over twenty-four years old. The

balance of the students, the full time students, are largely traditional college-age students, under age twenty-four.

As much of the nation, Maryland anticipates a substantial decline in the number of traditional college-age students. The number of students graduating from high school in Maryland is expected to decline by 25 percent between 1980 and 1995. Moreover, the proportion of high school graduates who are minorities will rise.

The likely effect of these changes on higher education enrollments is not clear. In the current year enrollments have risen slightly in spite of a decline of approximately 1000 Maryland high school graduates in the last academic year. The State Board for Higher Education projects a modest decline in overall enrollments in the colleges and universities and a decline of about ten percent in full time undergraduates by 1995.

Even if these optimistic projections are realized systemwide, the effect of the changing demographics will be felt differently at the various institutions. Those institutions which enroll primarily full time undergraduate students will be most affected by the declining number of such students.



## Finance

Maryland's economy is diverse and, therefore, has been spared the dramatic swings in revenue and spending seen in oil dependent states and those with a narrow range of industries. Furthermore, Maryland's citizens enjoy relatively high per capita income. The state ranks seventh among the states on this measure. In per capita general revenues of state and local governments, a measure which reflects revenues generated through taxes not only on income but on property, sales, and other goods and services, Maryland ranks nineteenth among the states.

Similarly, Maryland ranks nineteenth among the states in state and local expenditures for all of education. In higher education Maryland's spending per full time equivalent student ranks twenty-fourth among the states when state and local appropriations and student operating fee revenues are included, but Maryland ranks twenty-ninth in spending per student from state and local government resources alone. Maryland's growth in State spending for higher education was 17% during the past two years, ranking twenty-first among the states, and 133% during the past ten years, ranking twenty-fifth among the states. On two frequently cited measures of state spending for higher education, Maryland ranks less well. Maryland ranks twenty-ninth in per capita state spending for higher education and thirty-seventh in spending for higher education per \$1,000 of personal income. The

Commission notes these latter statistics because they frequently have been cited, but finds them inappropriate as indications of quality in the system. To the extent that funding and quality are related, it is the amount of funds available, not the source of funds, which is pertinent. Differences among states in state-local relations, in tax structure, in wealth, in sparsity and density all influence these latter statistics without influencing the buying power of dollars available. Therefore, the statistic the Commission finds most useful as a comparative measure is spending per full time equivalent student from all sources. On this measure, Maryland's performance is only average.

The State's economic forecast through 1991, as projected by the Department of Fiscal Services, is based on moderate growth and a continued low rate of inflation. The State's revenues under these conditions are expected to increase approximately seven percent annually. Such growth, in the opinion of the Department, is adequate to fund inflationary growth and mandated increases in existing programs, but it allows little flexibility in the next two years for new spending initiatives. Changes in the federal tax and budget structure, which may increase or decrease the availability of State funds, are not incorporated into these projections.

### Summary

Maryland's system of higher education promotes access to higher education. There is not evidence of need for major expansion of the system in the immediate future. The system is moderately funded. Furthermore, there is a relatively high enrollment of undergraduates in the research university and a concentration of campuses, some of which are underutilized, in rather compact geographical regions. The relatively high costs to students of attending the public colleges in Maryland have the potential to cause problems of access.

Maryland's economic forecast suggests some capacity to improve its funding for higher education, which has been only average among the states. The forecast suggest that modest growth is possible before fiscal year 1990 and that more meaningful change is possible beyond that time.

### III. The Problem: Findings

Maryland's Statewide Plan for Postsecondary Education establishes the framework for the system's operation. It establishes as goals of the system the following: access, diversity, quality, and economy. It is these goals which formed the structure for the Commission's examination of problems within the system.

#### Planning for Quality

The Commission sees the planning process as key to the achievement of quality in the system of higher education. While the commission concurs in the four general goals for higher education described in the plan, it finds the planning process flawed in a number of important ways.

First, the plan gives inadequate attention to the definition of the goals it has established. If the plan is to be a useful tool for describing the system and its institutions and for measuring their progress in achieving these goals, it must give precise definition to these goals. Moreover, the applicability of these goals to each institution and segment must be very clear so that a single standard is not applied to institutions which are and should be diverse in their mission.

Second, the missions of the institutions need to be clear, fully developed, and distinctive. The plan should identify strategies for achieving these missions and processes for evaluation. Institutional missions should be related clearly to the achievement of the goals for the system as a whole.

Third, the agency primarily responsible for Statewide planning, the State Board for Higher Education, lacks the authority to ensure that its plan is carried out. It monitors progress of the institutions but may not eliminate unproductive programs, distribute the budget to achieve particular ends, or influence personnel and management decisions by governing boards. The State Board, therefore, offers a plan but has little effect on its accomplishment.

Fourth, there is an absence of specific accountability measures tied to the planning process. Therefore, neither presidents, governing boards, coordinating boards, nor elected officials view the planning document as a useful tool for evaluating the system.

#### Standards for Quality

The public system of higher education in Maryland is a modified tripartite one. Institutional missions vary somewhat by institutional type, yet standards used by the institutions

themselves and profiles of the institutions do not adequately reflect these distinctions.

Admission standards, which are established by governing boards, are an example of this problem. The University of Maryland is designated as a research institution implying selectivity at the undergraduate level. However, its current stated admission standards are strikingly similar to those of the State colleges. Both sets of institutions require essentially the same high school course work, and both require a C average in high school as a minimum standard for regular admissions. Only the specific SAT scores required as a link with high school grades vary, and in some cases the minimum SAT's required in State colleges are higher than those required by the University. In fact, the University may achieve more selectivity than its written standards imply by limiting admissions and selecting on a merit basis among eligible candidates. Morgan, a doctoral degree granting university, requires neither a particular high school curriculum nor a specific minimum aptitude test score as an admissions criterion for in-State students. It requires only a C average in high school, the same as that required by both the State colleges and the University of Maryland.

The University of Maryland has expressed a goal achieving a ranking within the top ten public universities in the nation and it has chosen a number of institutions as its peers or models. To

achieve a profile comparable to its peers, however, the University must make considerable progress. Currently it attracts far fewer merit scholars than its peers and the SAT scores of entering freshmen fall short of those in peer institutions. While the University has made impressive recent progress in attracting federal research funds, it ranks below most of its peers on this measure. Its enrollment of graduate students is proportionately smaller than that of its peers. Achieving distinction as a research university comparable to the best public universities in the nation is a laudable goal. The Commission believes that the University of Maryland currently falls somewhat short of this goal.

A particular concern of the Commission relates to the inconsistency between the high proportion of students attending University of Maryland College Park campus and the need for selectivity implied by its graduate and research missions and the possible impediment this implies to the development of the State's institutions. The Commission noted that the headcount enrollment at the College Park campus is equal to .84 percent of the State's total population. Although comparisons among states must be made with caution in recognition of the variation among states, this enrollment relative to the State's size seems uncharacteristic for a selective institution. Except for the University of Wisconsin's Madison campus (.88), campuses which the University identifies as peers to College Park typically have enrollments which are

equivalent to a much smaller share of the State's population (North Carolina Chapel Hill, .35%; Berkeley, .11%; University of Michigan Ann Arbor, .38%; University of Virginia, .3%; University of Texas, Austin, .29%) The Commission is concerned that the tradition of serving so large a percentage of students at College Park has necessitated accepting students who are not exceptionally able, has compromised the perception of quality on the campus, and has contributed to a lack of real distinction between the University and The State's colleges.

Not only is it a problem that the admission standards and student profiles of various institutions reflect inadequately the variety in their mission, but the Statewide Plan for Postsecondary Education poses no strategy to remedy this discrepancy; it merely suggests that all of the campuses achieve an increase of 5 to 10 percent in SAT scores in the next five years. Such a standardized, incremental approach to planning will fail to achieve a system of distinctive parts.

A second area in which differentiated standards must be established is retention. Although Maryland's public colleges have average retention rates for undergraduates which are similar to national averages, there are notable deficiencies and there is a need to improve retention at all campuses. In this regard, too, the Statewide Plan suggests a single incremental rate of improvement in retention for all campuses, regardless of mission



or experience.

A third area which causes concern is remediation. The State's system of higher education permits and encourages a limited proportion of its students to be admitted as exceptions to minimum standards. Remediation for these and other students is encouraged. As a result, all campuses in the State's higher education offer remedial education; however, there is no systemwide guidance for standards for enrollment in these courses and progression beyond.

The fourth area deserving attention is accountability for results. The institutions do take part in accreditation and peer review processes at the program and campus levels and they assess student graduation rates and performance on licensure, certifying, or graduate and professional school entrance examinations where appropriate. These kinds of data are useful indicators of quality. They are not, however, systematically reviewed, coupled with other data that may be useful, and matched against institutional goals as defined in the mission statements of the Statewide Plan. Such systematic accountability for results is a necessary component of dynamic and strategic planning and should become a part of Maryland's planning for quality.

Another form of regular accountability which was found lacking in Maryland is the assessment of the performance of the

boards governing and coordinating higher education. While there have been examples of board efforts to bring about external review of personnel, of specific board operations or decisions, or of board processes, such internal assessment and external review needs to be done regularly and incorporated into the boards' processes for planning their own governing and coordinating activities.

#### Program Quality

Although the Commission was not able to conduct a detailed review of academic programs, it believes that there is some costly duplication of programs and that an ongoing system for reviewing and evaluating programs with elimination of those that are unproductive must be instituted. The issue of duplication is complex and requires some judgement about what constitutes unnecessary duplication. Clearly an undergraduate core program in arts and sciences has a place in each of the colleges and universities. Graduate programs and specialized undergraduate programs should be offered in more than one location only when there is clear evidence of student demand for the program and of societal need for additional graduates or professionals in those fields. An example of the current problem is found in a review of undergraduate programs in education. Twenty-one public and private colleges offer baccalaureate degrees in education, yet fifty-seven percent of the baccalaureate degrees awarded in

education in 1985 were awarded by two institutions. Bachelors degree production in education dropped by 42% from 1979 to 1985. During that time one public college offering the degree awarded none; one private college awarded only four and another only nine. Three institutions offer a doctorate in education; yet all but 7 of the 133 education doctorates awarded in 1985 came from a single institution.

Duplication, where it exists, can drain the resources of an institution and impair the quality of programs which have the potential to be sound. Institutions are faced with tremendous internal pressure to maintain existing programs. Controls or incentives must be identified to bring about necessary and desirable program change.

#### Quality Through Relationships With Others

The interrelationships among the colleges and universities and business, elementary secondary education, and each other are important to attaining the goal of quality. These, too, need systemwide coordination to be most effective.

Establishing effective relationships with the public schools is important for several reasons: standards in the public schools influence the preparedness of students enrolling in the colleges, standards of the colleges have implications for programs and

requirements in secondary schools, there is some duplication in responsibility for career and vocational education and for remedial and adult education between high schools and colleges, there is an impending shortage of teachers for the public schools and the colleges must be prepared to assist in training these prospective teachers and in finding ways to accommodate the need for teachers, the schools provide a laboratory for research and practical experience for teacher education and social science programs, and there are opportunities for sharing resources. The Education Coordinating Committee (ECC) was established to provide the linkage between higher education and the schools. Local boards of education, however, suggested that this has been an ineffective tool, that they feel isolated from higher education policy, and that they see a need for better communication.

Another area of concern is the relationship between the higher education institutions and the business community. There appears to be a great deal of interest both on the part of industry and of education in developing these relationships, yet solid direction for doing so is absent. An excellent example of such partnership is found in the establishment of the Center for Advanced Research in Biotechnology and related graduate programs offered by the University of Maryland and Johns Hopkins University in Shady Grove in Montgomery County. These efforts were promoted by an alliance of interested industries and an ambitious local economic development office and were undertaken as ad hoc

relationships with the affected institutions. While such alliances are encouraged, a systemwide plan and mechanism for utilizing higher education in economic development is desirable.

Furthermore, the Commission believes that there are many opportunities for higher education and industry collaboration which now are overlooked. Inservice training and development, sabbatical activity, privately sponsored work-study opportunities, minority employment programs, and equipment and resource sharing were several possibilities suggested to the Commission but presently not evident.

#### Funding for Quality

The Commission believes that improving quality will require changes in both inputs and outputs of higher education. Moreover, the Commission believes that increased funding for public education will be necessary to achieve the results that are envisioned.

Maryland's funding for higher education is only average in comparison to that in other states. These comparisons have been described in detail in Chapter II of this report. This level of funding has had an effect on faculty salaries, on equipment acquisition and replacement, on maintenance, on library collections, and on faculty travel and development. The

Commission believes that an excellent, informed, and involved faculty is key to achieving excellence. The Commission believes that immediate and sustained improvement in funding is important, and it sees the investment in faculty as a primary need.

Also of concern are the capital needs of higher education. There is great discrepancy between the projected capital requests from higher education and the State's expected level of debt affordability. The State Board for Higher Education estimates a cost of \$300 million to bring existing facilities to acceptable standards. The Board's Plan to Assure Equal Postsecondary Educational Opportunity projects capital needs of nearly \$65 million at the historically black colleges alone. Between fiscal years 1988 and 1992 the four year institutions estimate capital budget needs in excess of \$657 million. During the past fourteen years, by contrast, higher education has received an annual average of \$36.6 million for capital construction. Maryland's capital expenditures are constrained voluntarily by debt ceilings recommended annually by the Capital Debt Affordability Committee. In recent years the level of new debt authorized by the Committee has been \$220 million. This debt level is expected to include all capital projects in which the State commits funding: State hospitals, prisons, State office buildings, State colleges and universities, local public schools, community colleges, private colleges, special private initiatives such as the Maryland Science Center or the Baltimore Zoo, and myriad other projects. The

Commission believes that well maintained and appropriate facilities are important and believes that a better fit must be found between the aspirations of higher education, the utilization of existing facilities, and the debt ceiling restrictions imposed by the State. The Commission believes that the condition of existing facilities should be improved and suggests that such options be considered as giving higher priority in capital budgets to higher education, expanding the debt ceiling, or reexamining the need for some facilities.

A related concern is the process for capital construction in Maryland's institutions of higher education. The Commission was told that capital projects typically take five to six years from conception to construction. Some projects have taken considerably longer. The process is complex, burdensome, inefficient, and time consuming. It is costly not only in price, but also in quality, as buildings delayed for extended periods may be inappropriate or inadequate in size or design by the time they ultimately are constructed, yet agencies are loath to incur further delays by requesting modifications. The Commission believes reform is needed to simplify and expedite the process of capital planning and construction.

## Access

The Commission endorses access as a goal, but believes the lack of definition for this goal has made it difficult to assess the extent to which access may be a problem. The Commission recognizes several levels of access:

1. Geographic - The Commission believes that the State has provided adequately for geographic access if the following conditions are met:
  - a. One research university campus offering comprehensive programs of graduate and undergraduate education is available to students statewide and offers residential opportunities to those living too distant to commute;
  - b. State colleges offering a liberal arts and sciences core are available in each geographic region of the State.
  - c. Community colleges are available within commuting distance throughout the State.
2. Institutional - The Commission believes that all high school graduates should be able to attain admission to



some level of postsecondary education and that the community colleges should serve as the broadest point of access. The Commission endorses selective admission standards appropriate to institutional mission and does not believe access is diminished by such selective standards as long as progression from less selective to more selective institutions is made possible through articulation agreements for students with performance appropriate to the mission of the receiving institution.

3. Equal access for minorities - The Commission believes that minorities and women should have the same opportunity to enroll in institutions and programs of study of choice as do other students. Where enrollment patterns suggest underrepresentation, the causes of this disparity should be determined and action taken to ensure equal access.

4. Cost - The Commission believes that cost should not be a barrier to higher education, but does not believe that the State has a responsibility to ensure institutional choice by neutralizing fully cost differences. The Commission believes that community college tuitions should be kept at affordable levels for all students and that student financial assistance programs should assist

in meeting higher costs of more selective institutions for eligible students on the basis of need. The Commission recognizes the particular pressures of cost on students attending independent institutions and endorses continuation of the State's institutional aid to independent colleges and universities, which assists further in moderating tuition costs.

5. Academic Program - The Commission believes that within the Statewide system a comprehensive array of academic programs should be available or access to high cost or low demand programs not available in the public sector should be available through contracts with out of State or private institutions. The commission believes that program duplication, particularly at the graduate level, should be approved only when demand is adequate to make such duplication efficient and that convenient access should not be viewed as adequate rationale for such duplication.

In the context of this definition of access, Maryland's system of higher education has a reasonably satisfactory record. Geographic access is generally excellent and satellite programs have been offered to meet specific demands for programs in geographically underserved regions. The open door policy of community colleges has made access to higher education universal

for Maryland's high school graduates. Although there are problems of underrepresentation of minorities in some institutions and programs of academic study, the State has adopted an ambitious plan for desegregation which anticipates corrections of these problems. The Commission has some concern that other race enrollment goals in this plan may be difficult to achieve unless additional strategies such as program transfers, cooperative programs, targeted recruitment and financial aid, and specialized support services are used to assist in reaching these goals. The Commission also has some concern about the potential impact of cost on student access. Community college tuitions at some institutions are approaching tuitions in some four year colleges. They are high relative to community college tuitions in other states. Moreover, financial aid policies at both federal and state levels may offer greater assistance to students attending high cost colleges, residential colleges, and full-time programs. Such policies assist in ensuring student choice but preserve access only if aid is adequate to fully meet the needs of students. When aid falls short of fully meeting need, as State aid has, the Commission believes that student aid policies should consider ensuring access a higher priority than preserving choice.

## Diversity

Maryland's system of higher education has offered diverse opportunities both in types of institutions and academic programs. The Commission recognizes the important role Maryland's independent colleges play in this regard. This sector has included religiously affiliated institutions, predominantly single sex institutions, institutions with highly specialized programs, and an institution with a unique curriculum.

In the public sector there has been some tendency toward homogeneity. This is particularly troubling where institutions in close geographic proximity (Salisbury and UMES; Coppin, Towson, University of Baltimore, Morgan, University of Maryland Baltimore County; Bowie and University of Maryland College Park) have failed to develop sufficiently distinctive missions and programs to discourage unnecessary competition and to encourage diversity of opportunity. The Commission believes that more careful definition must be given to institutional missions to improve diversity in the public sector. Where institutions in close proximity share common programs or goals, the Commission urges collaboration and coordination of efforts.

## Efficiency

The Commission sees the lack of distinctiveness among proximate campuses as a problem of economy or efficiency as well as a problem of homogeneity. Although there clearly are academic programs which are central to any four-year college campus, many others should be sorted out with parsimony. Regular and periodic assessments of program productivity should be instituted and tied to a process for program elimination or modification as necessary.

A second problem of duplication noted by the Commission lies in the roles of various boards and agencies. The capital planning process serves as an example. Institutions are expected to conceive and initially plan capital projects. These plans ultimately are reviewed by the State planning agency, the State Department of General Services, and the State Board for Higher Education. Operating budgets face similar multiple agency review passing from institution to governing board to coordinating board (two, in the case of community colleges) to executive and legislative budget departments. Such duplicative effort must be minimized if efficiency is to be achieved.

A third problem in efficiency lies in the utilization of higher education resources. Some campuses, notably the University of Maryland College Park, are highly enrolled and suffer from space limitations which are severe. Other campuses are

underutilized and have high costs of operation associated with operation and maintenance of excess space. Although a state cannot engineer directly the distribution of students among its campuses, it can adopt policies and practices which promote better distribution of students. The University of Maryland, for example, has instituted a creative and attractive incentive for enrollment at its Eastern Shore campus by linking enrollment there to admission to the professional schools at the Baltimore City campus. If the system were operated with systemwide efficiency as a goal, a centralized admission procedure directing students to the various institutions to which they are admissible, additional cooperative or articulated programs facilitated by common academic calendars, and other processes could be instituted.

A fourth problem in efficiency relates to academic planning. The process for developing academic plans currently focuses at the institutional level initially and moves subsequently to the State Board for Higher Education where interinstitutional conflicts, if any, are to find resolution. It is appropriate for institutions to have responsibility for creative program development; however, the State should facilitate such planning by providing a clearer framework for institutional missions in the Statewide plan and by providing information about employment trends and forecasts, feedback from employers of recent graduates, economic development plans and interests, and demographic information. Such information utilized in a dynamic program planning and review

process could result in programs more responsive to needs and demands and, therefore, more efficient to operate.

A further problem in efficiency is found in the budget processes for higher education. Although progress has been made in bringing better equity to State funding per student in various institutions of higher education, it remains evident that underenrolled and inefficient campuses remain better funded on a per student basis than do those which operate with better resource management. Furthermore, the State's legitimate interest in protecting expenditure of tax funds sometimes results in disincentives to the colleges for efficiency. A campus which effects savings in a state funded campus operation may find its general fund base diminished in subsequent years in recognition of the efficiency attained. Changes in State law in 1985 which allowed institutions to carry forward unexpended balances of special and federal fund revenues were helpful in this regard, but attention should be paid to possible disincentives for efficiency which continue to burden the system. Similarly State policies should encourage interinstitutional cooperation where such cooperation results in more efficient use of resources Statewide.

### Economic Development

Although the Statewide Plan for Postsecondary Education does not incorporate economic development among the roles of higher education, the Commission believes that the colleges and universities must play a vital role in the economic development of the State and of the regions they serve. Currently, however, there is no Statewide strategic plan for economic development and there is no plan which spells out the roles the colleges and universities should play in this regard. The use of the higher education resources as a magnet in attracting development appears to be made on an ad hoc rather than systematic basis. Some presidents report having had no contact with economic development officials, while others have actively pursued or been pursued for such activities.

There is considerable feeling that private sector interest in cooperating with higher education is much greater than has been realized. Testimony before the Commission suggested that the private sector may have an interest in developing privately funded work study programs, programs for faculty development, resource sharing opportunities, and other partnerships. The State should promote such partnerships. Moreover, public institutions generally have had limited success in attracting private funding. Maryland's institutions do not enjoy an impressive record in this regard. Private sector support of public higher education is



appropriate and can promote better responsiveness in the public sector to private sector interests and needs. The institutions should be encouraged to improve their records in attracting private donations.

#### Summary

While the State's system of public higher education is hindered by the problems cited in this Chapter in reaching its goals, it is a system which holds a great deal of promise. Maryland is a well located State which holds great attractiveness for professional employees. It is a State with a stable and growing economy. Its citizens enjoy relatively high personal income, although average incomes mask the broad disparities that exist among the regions of Maryland. The State's citizens have shown an interest in education and have supported the broad financing reforms already adopted for elementary and secondary education. It is reasonable to expect that support would be found for improvements in higher education as well, even if these require a significant investment of public funds.

The State's colleges and universities have offered the citizens broad and ready access at affordable prices. There have been notable achievements by a number of faculty, and some academic programs have gained national attention. Generally the institutions have been moving in the right direction: standards

have been raised on most campuses, SAT scores are rising, faculty salaries on many campuses are being adjusted on the basis of merit, and financial management is being improved. Leadership in a number of Maryland's institutions has been dynamic.

The Commission believes that Maryland's system of higher education is poised for progress. It offers the following vision for its future and recommendations to assist in moving it forward.

#### IV. Quality: The Vision

Excellence in higher education, suggests Education Commission of the States President Frank Newman, is a journey, not a destination. Maryland's colleges and universities clearly have embarked on this journey, and they have passed some notable landmarks: the number of National Merit Scholars attending the University of Maryland has increased from 17 to 155 since 1978; the University of Baltimore's School of Law has achieved accreditation; the faculty at St. Mary's College have received awards and distinctions including six Fulbright awards during the past three years; Morgan University has initiated new programs in attractive fields such as engineering; admission standards have been raised by the University of Maryland's Board of Regents and the Board of Trustees of State Universities and Colleges. These are only a few examples of recent achievements in Maryland's colleges and universities.

What Maryland's system of higher education has lacked in this journey is a clear itinerary, a roadmap to guide the travel, a cohesive set of expectations from the trip. While praiseworthy individually, the achievements of the colleges and universities, as a whole, do not reflect systematic progress toward a cohesive and well defined set of system wide objectives. What Maryland's system of higher education, its colleges and universities need is a vision for its journey.

The Commission suggests that such a vision must incorporate the following elements:

1. A sense of purpose for the system,
2. A structure for the system which supports that purpose,
3. A definition of the roles and goals of the various components of the system, and
4. An assignment of responsibilities within the system.
5. A system of review of accomplishments.

The Commission envisions a strong system of higher education in Maryland which uses both public and independent colleges and universities to satisfy the diverse needs of its citizens. In this system the independent sector serves several purposes: it provides for diversity in the kinds of institutions and educational settings which are available to citizens; it encourages self-examination and renewal in the public sector through healthy competition; it provides an example of flexibility and autonomy in higher education policy and operation. The public sector provides for broad access to higher education, offers comprehensive educational opportunities, and keeps as a primary objective serving the interests of the State and its citizens.

The higher education system should preserve the independence of the private sector while promoting the continuing development and improvement of the public sector. It should consider both public and private resources in its planning to serve efficiently the needs of the people of Maryland.

The Commission believes that the citizens of Maryland should participate more broadly in higher education opportunities than they currently do. A panel of experts convened by the American Association of State Colleges and Universities and chaired by U.S. Education Secretary Terrel H. Bell recently called for a national commitment to guarantee by the year 2001 that 35 percent of all adults in America will have a college degree. While the Commission has not assessed the feasibility of reaching that particular goal, it does endorse increasing both the proportion of high school graduates enrolling in college and the proportion of those who persist to graduation. The Commission envisions institutions attractive enough to meet this objective and flexible enough to respond to the growing trend toward evening and part-time enrollment and other non-traditional scheduling.

Moreover, the Commission is concerned that a relatively high proportion of Maryland's most able students leave the state for higher education. The Commission envisions a system which has both the quality and the respect which will attract national attention and which will appeal to Maryland's most able students

and to talented students nationwide.

While the Commission acknowledges the importance of both public and independent institutions to the vitality of the system of higher education and endorses a continued State commitment to the independent sector, most of its recommendations pertain to the public sector in which the State's investment and responsibility are more direct. Accordingly, following are the elements of the Commission's vision for the public sector in higher education.

The Commission suggests that the purpose of the State's system of higher education is to improve the quality of life in Maryland by developing the human and economic potential of the State. To do so, the system must accomplish the following.

1. Advance the knowledge and skills of citizens;
2. Provide training for employment;
3. Develop an appreciation for the culture of the society;
4. Promote civic responsibility;
5. Provide equal opportunity for advancement within the society;

6. Conduct both basic and applied research tailored to the needs of current and potential industries and service providers within the State, promoting an entrepreneurial spirit, risk taking, and innovation;
7. Provide service, technical assistance, and advice.

An excellent system of higher education consists of institutions having clearly differentiated and well defined missions, the sum of which satisfies efficiently the purpose of the system as described above. Excellence in a system of higher education should not be confused with uniformity among its institutions. Rather, excellence in an institution suggests success in achieving the particular mission of that institution. Excellence in a system of higher education suggests that the institutions work efficiently together to satisfy in sum the purpose of that system.

The structure of the higher education system should reflect the differentiated purposes of the institutions, promote the cohesiveness of the system, and allow creativity and flexibility of management. The system envisioned by the Commission will have characteristics of a tripartite system, although it is not characterized by tripartite governance. The system includes a multicampus research university and local community colleges which promote broad access to undergraduate education, provide

continuing education and vocational and career programs, provide training resources to local business and industry, and serve as a community resource. The third segment is a group of institutions meeting diverse and regional needs. These will include institutions of specialized mission, those with particular historical traditions to serve diverse cultural needs, and those with regionally tailored services. Within this basic structure, however, the Commission sees a need for much sharper distinctions among the institutional types than now exists.

#### Roles

The research university will have as primary missions graduate and professional education and research. At this stage a goal is to achieve nationally prominent programs, while resources are limited and student demand may be declining. Because the University of Maryland is best positioned to achieve the goal of national eminence, it should be the only institution approved to grant new doctoral degrees. It will have a single flagship campus with programs and faculty nationally recognized for their excellence in research and the advancement of knowledge. Other campuses will have more limited focus, emphasizing graduate education and research particular to the skills of the faculty, the mission of the campus, the needs of the region, and the academic programs offered on the campus. The university will



admit as freshmen only those highly selected students whose academic profiles suggest exceptional ability and a likelihood to succeed in the university setting and proceed to graduate or professional study. The university will provide access at the upper division undergraduate level for students who have excelled in completing lower division study at community colleges or State colleges and universities. This University will attract nationally and internationally prominent faculty. It will join the top universities in the nation in attaining research funding and private support. The research university will act as a magnet for economic development. Through targeted research, faculty exchanges, graduate education, service and technical assistance, the university will become an active partner and a valued resource in the State's industrial and business development.

A diverse group of institutions, the State's colleges and universities, will have as a primary focus undergraduate education. The colleges also may offer the master's degree. They will prepare master's level students in professions, such as teaching and business, as well as in liberal arts. These institutions will admit academically able students, but will have less selective admission standards than the research university. These institutions will stress excellence in the instruction of undergraduate students. They will be the focal point for the education of teachers whose supply is expected to be critically short in the immediate future. Faculty will be selected and

evaluated with primary emphasis on their talents for instruction. State colleges and universities will develop cooperative relationships with business and industry for student work experiences, for faculty sabbatical experiences and inservice training opportunities, for technical assistance and service, and for cooperative use of facilities and equipment.

The community colleges will serve as a point of access to higher education. They will maintain an open door admission policy; however, they will have standards of admission for credit generating academic coursework associated with a program of study. While every institution may have a need for very limited remedial education, the community colleges will be the primary provider of intensive remedial education for underprepared students. They will offer lower division education to students intending to pursue baccalaureate programs, and they will maintain articulation agreements with other postsecondary institutions in the system to ensure ease of transfer. While community college graduates shall be ensured access within the system, the particular articulation agreements of a community college and a four year institution must respect the degree of selectivity expected by the institution's mission. Also, the community colleges will offer career and vocational training and will work with secondary schools toward articulation of such programs. These colleges will continue to provide broad opportunities for continuing education and for community education. In line with

this educational mission, community colleges will serve business and industry by providing industry specific training and retraining for employees.

### Responsibilities

The achievement of these missions depends strongly upon the boards which govern and coordinate the institutions in Maryland's system of higher education. The Commission believes that these boards must be empowered and invigorated to carry out their important responsibilities.

The Commission endorses the concept of decentralized management. Accordingly, it sees a system with institutions governed by individual boards having strong institutional identification. These boards, the Commission believes, should be responsible for ensuring that the institution achieves the objectives it has established and satisfies its mission, and they should be held strictly accountable in this regard. Furthermore, these boards should serve as advocates for the institution and should promote the institution's image and respect in the community. They should be the primary focal point for institutional planning and accountability. It is they who with their faculty and administration should be the creative spark and the effective overseers of institutional improvement.

While attentive and strong institutional governing boards are critical to ensuring quality at the institutional level, a State system of higher education must work with a unified purpose. Therefore, the Commission sees a need for a strong central board which, taking into account institutional plans, will adopt plans for the system's operation and which will oversee the institutions' collective and individual compliance with those plans. The institutions' boards are to be accountable to the central board, and the central board will be held accountable to the Governor and General Assembly. If the central board is to develop and oversee a State plan for higher education and be held accountable for achieving its purposes, that board must have strong authority to ensure that institutions comply with the statewide plan. Such authority must include the ability to impose sanctions and to assume certain governance authorities if institutions fail to perform.

#### The Vision: A Summary

In many respects, the Commission's vision of the future is similar to the current system of higher education. It builds on current strengths.

It is different, however, in the following key respects:

1. Admission standards and the profiles of entering

students will be differentiated among the three types of institutions in the system with the highest standards expected in the University of Maryland;

2. The Statewide plan for higher education will be a strategic plan, will have detailed and explicit missions for each institution, and will be the basis for evaluating institutions' performance;
3. Management of the operations of the institutions will be decentralized;
4. Accountability in the system will be strengthened;
5. A central board will be the focal point for accountability and will have both the power and the responsibility to assure that the system's goals are being achieved.

## V. Recommendations

### Introduction

The central purpose of the Commission's vision for public higher education is to improve the quality of the institutions and of the system. Achieving this goal will necessitate improvement in the funding of higher education, flexibility in management, careful institutional and systemwide planning, improvement in standards and in academic programs, more efficient utilization of resources, accountability, and adoption of a structure for governance and coordination which will bring about a dynamic and synergistic system.

Realization of this goal will depend upon strong leadership. Especially important to its achievement will be the boards which govern and coordinate the systems. Some of these must have new responsibilities and new leadership to approach a different job with a fresh perspective.

A proposed schedule for implementing these recommendations is found as exhibit I in the appendix.

## Structure

The Commission endorses the principle of local institutional governance with strong central oversight at the state level. It finds the current structure with institutional boards, segmental boards, and coordinating boards a burdensome one with considerable opportunity for unnecessary intrusion on campus operations and with inefficiencies associated with duplicated efforts and lack of clarity about roles. While the State Board for Higher Education currently is charged with systemwide coordination, it lacks the power to bring about such coordination through any means other than persuasion. As a result, change in the system tends to take the course of least resistance; change is incremental rather than dynamic and systemic.

The Commission believes that a new perspective and change of direction in leadership are necessary to promote qualitative change in the system. Boards which govern institutions and those responsible for statewide coordination must interact differently than they have in the past. They must be openminded about new strategies which will lead to the qualitative changes this Commission seeks. The Commission believes that leaders must be selected who can meet these new responsibilities.

Accordingly, The Commission recommends the following

structural changes in the system:

1. Reconstitute the State Board for Higher Education as the Maryland Higher Education Commission (MHEC) to encompass the duties of the State Board for Higher Education, the State Scholarship Board, the Maryland Higher Education Loan Corporation, and new duties as follows. Transfer the functions of the State Scholarship Board and the Maryland Higher Education Loan Corporation to the MHEC, which will replace the existing State Scholarship Board and Higher Education Loan Corporation. The MHEC will have the following authorities:

- a. With respect to both public and private institutions it will have all authorities presently assigned to the State Board for Higher Education.
- b. In addition, it will administer all non-campus based student aid and loan programs.
- c. With respect to public institutions of higher education, the MHEC will have the following new authorities:



- (1) Review all existing programs for productivity, efficiency and quality and, when appropriate, transfer, modify, or abolish existing programs.
- (2) Oversee accountability provisions (financial and programmatic),
- (3) Develop guidelines for institutional admissions to ensure a student body consistent with institutional missions.
- (4) Receive annual budget requests prepared by the institutions, consolidate these and make recommendations, based on funding guidelines recognizing the differentiated missions of the institutions, to the Governor about the level and distribution of funding for public colleges and universities. MHEC also will recommend any State funding changes for private colleges. Funds for public institutions of higher education will be budgeted to the MHEC with a lump sum designation at the campus level. The MHEC will oversee distribution of the

budget to the campuses and will have authority, subject to approved budget amendments, to withhold funds from a campus or to transfer funds among campuses when such action is deemed necessary to promote compliance with the missions approved in the Statewide plan.

- (5) In the event of an institution's failure to achieve its mission and after adequate opportunity to do so, the Commission will be empowered, subject to the approval of the Governor, to review and modify programs consistent with (1) above, to recommend changes in the institution's operation or administration to its governing board, to withhold or transfer funds consistent with (4) above, to assume as its own the duties of the institution's governing board and to exercise those powers to bring about necessary change, and ultimately to close or to merge institutions of higher education.

2. Create individual boards of trustees for each of

the following institutions: Bowie State College, Coppin State College, Frostburg State College, Salisbury State College, Towson University, and The University of Baltimore. These new boards will replace the current Board of Trustees of State Universities and Colleges and the separate Boards of Visitors for these institutions and will have all the powers and responsibilities for managing the campus now assigned to the Board of Trustees of State Universities and Colleges.

3. The Commission recommends that the Maryland Higher Education Commission shall have thirteen members, who shall not be affiliated directly with institutions of higher education in Maryland. The Governor should seek highly qualified and able members for this Commission, which is to exercise the broadest authority in the system. Appointments will be made by the Governor with the advice and consent of the Senate. The Governor will designate one of these members to be chairman, whose term as such will be at the pleasure of the Governor. The members will serve four year terms and will serve no more than two consecutive terms. The MHEC will appoint a commissioner of higher education to serve as its chief executive officer. The commissioner

will serve at the pleasure of the MHEC.

4. The Commission recommends that the boards of trustees have eleven members and that they include citizens having a strong interest in higher education. They will be appointed by the Governor with advice and consent of the Senate and will serve no more than two consecutive four year terms. The boards will elect a chairman.

The Commission does not see a need at this time to modify the University of Maryland Board of Regents, Morgan University's Board of Regents, the Board of Trustees of St. Mary's College or the State Board for Community Colleges. The latter coordinates institutions which are essentially locally governed. The community college governing boards and those of the University of Maryland, Morgan and St. Mary's already operate at the institutional level, which is consistent with the recommendations of this Commission.

#### Planning

The Commission believes that careful planning is central to the improvement of the higher education system. It believes that planning must begin within the institutions with full participation by faculty and administration. Institutional plans

must be reviewed and modified as necessary to produce a statewide plan with adequate definition to clearly distinguish institution from institution and to serve as a tool for evaluating the system's effectiveness. The State Board's plan has not been used as an accountability tool and the Board has lacked authority to enforce compliance with its plan. Accordingly, The Commission recommends the following:

5. In the two years immediately following enactment of changes recommended in this report, institutions will continue to operate in compliance with the current Statewide Plan for Postsecondary Education. During the year following enactment of these recommendations each institutional governing board of trustees or regents will undertake a detailed review of its institution to accomplish the following:

- a. Review and modify as appropriate institutional mission statements,
- b. Review the core curriculum and academic program requirements for appropriateness and adequacy and productivity,
- c. Review standards of admission, progression,

and retention to assess their appropriateness to the institution's mission,

- d. Develop a system for annual accountability including but not limited to assessments of student performance. Such plans shall provide for an annual accountability report to the MHEC.
  - e. Review and assess possibilities for cooperation with other institutions and facilities in the region.
6. By the end of the second year following enactment of these recommendations the MHEC will develop a five year statewide plan for higher education. The plan should include strategies for accomplishing the five year goals and a statement of longer term objectives. This plan will utilize plans developed by the governing boards; however, the MHEC will have authority to modify mission statements for the institutions and other elements of the plan. The plan will be updated annually and reviewed comprehensively on a five year cycle.
7. The MHEC shall establish as the State's policy the

following arrangement of educational opportunities in the public sector:

- a. The University of Maryland will be the State's comprehensive research institution. Admission standards, both for freshmen and transfer students, and tuition costs should reflect the selectivity and prestige of this institution. In light of the University's particular role, it should be the only institution empowered to develop new doctoral programs.
- b. While a number of campuses currently have impressive graduate and research accomplishments in selective fields and aspire to become comprehensive in their offerings, the current demography and economy of the State suggest that only one campus should serve in this flagship role. Accordingly, the College Park campus of the University, which presently is best suited to this role, will be the only comprehensive unit in the foreseeable future. It will be the highly selective campus in the State's system and it will emphasize graduate and upper division instruction and research.

- c. The other State colleges and universities will admit a broader pool of students and will concentrate on instruction at the baccalaureate and master's degree levels. Tuition costs at the State colleges should be somewhat more moderate than those at the University of Maryland.
  - d. The Community Colleges will offer the broadest access through reasonable tuition costs and an admission policy which admits to the institution, but not necessarily to a program of study leading to an academic degree, any student who has completed a high school education.
8. The MHEC will appoint an advisory committee whose members might include State and local economic development experts, demographers, forecasters of employment and economic trends, legislative leaders, and local and state planners. This committee will assist the MHEC and the institutions in developing a plan for higher education and industry cooperation for economic development. This plan for higher education's role in economic development shall be made a part of the Statewide



plan to be completed by the end of the second year following enactment of recommendations in this report.

9. The MHEC shall develop a system for forecasting marketplace needs and employment trends and shall incorporate such information in its planning. This system should utilize existing resources such as the Governor's Employment and Training Council, The Department of Employment and Training, the State Occupational Information Coordinating Committee, and the State Council on Vocational Education.
10. The MHEC and The State Board for Community Colleges shall provide for better coordination of planning among the community colleges and the secondary and proprietary schools. Specifically they should work toward the goal of eliminating duplicated effort in career and vocational programs offered in both sectors and should explore the feasibility of expanding "two plus two" programs of study.
11. The MHEC shall include in its planning a review of the higher education resources in the Baltimore metropolitan region and shall develop mechanisms for better integrating these rich resources, the

full potential of which appears to be unrealized.

### Quality

The Commission recognizes that improving quality will require improved resources, and such recommendations are included later in this chapter. It is not persuaded, however, that quality can be equated with generous spending or that improving funding alone necessarily will improve quality. The Commission believes that faculty - their training, their commitment, their participation, their involvement with students and the community - and well prepared students are key to the quality of the higher education system. The Commission endorses the principle, espoused by John Gardner, that quality in higher education is found in the success the institution has in meeting its particular mission. A single standard of quality, therefore, is inappropriate in a system with institutions having distinctive missions and expectations.

The University of Maryland's College Park campus, because it is the flagship and the keystone of the system, must meet the most rigorous standards of performance. A number of the Commission's recommendations focus on this campus, its student body and its faculty. These are aimed at ensuring selectivity at this campus and, as a byproduct, improving the distribution of students among the institutions in the State. To improve quality in the system the Commission offers the following recommendations:

12. Full time equivalent undergraduate enrollment at College Park shall be reduced by twenty percent over a five year period. The reduction shall be implemented primarily by limiting enrollments of lower division students. Such a reduction should result in higher standards of admission and also will increase the proportions of graduate and upper division students to levels more consistent with the University's mission and the model of its peers. Furthermore, this reduction is intended to bring the number of students enrolled on this campus more closely in line with the space available on this campus. So that this reduction in enrollment can result in qualitative change in the instructional climate and so that the University may preserve key programs, the Commission recommends that the University be held harmless from the loss of tuition and general fund income associated with the lowered enrollment (see funding recommendations).

13. The Commission believes that attracting and retaining high quality faculty are critical to achieving excellence. The Commission recommends, therefore, that the State adopt as an initial goal raising salaries by rank at all institutions to the

75th percentile of the appropriate institutional classifications on the AAUP comparative salary scales. The Commission recognizes that some institutions, notably the University of Maryland, have carefully managed promotions in rank and may find preferable a goal related to all ranks averaged. The Commission believes that the University's recommended emphasis on upper division and graduate study may result in a need for a faculty with greater average rank. As this occurs, funding should follow. Also, The Commission believes that the 75th percentile goal should be an immediate one and that the State should move beyond this goal, particularly for the University of Maryland, as funds allow. In addition to this improvement in base salaries, the Commission recommends funding to endow the Eminent Scholars Program to attract, even for limited periods of time, nationally recognized scholars. The Commission endorses the principle of awarding salary increases on the basis of merit as an incentive for excellence. Moreover, the Commission believes that evaluation of faculty for merit increases should place particular emphasis on teaching skill as indicated by student performance. Research should be a part of faculty

evaluation where this is an important component of the institution's mission. Collaboration with business and the public schools should be considered in evaluations of merit, as these support institutional goals.

14. Institutions shall develop closer communication and collaboration with the public schools. This shall include developing a system of communicating to public schools the preparedness of their students for college study and the changes in curriculum which may be necessary to better prepare students. The Commission recommends that the Education Coordinating Committee should develop a plan for involving local boards of education and institutional governing boards more directly in its considerations and for facilitating communication among these boards.

15. Institutions offering teacher education programs must strengthen these programs. The MHEC should include in its planning recognition of the expected shortage of teachers and should consider ways in which the number of students preparing to teach may be increased.

16. Because there are students who have strong overall performance whose particular background has resulted in specific academic gaps, there will be a need for limited remediation at a number of campuses. Remediation should be concentrated, however, in the community colleges. Students should not be allowed to enroll in academic credit granting courses of study related to their area of remediation until remedial needs have been satisfied. Credit should not be granted for remedial education.

17. A collaborative effort should be undertaken between one community college and a four year institution having an education program to develop model remedial programs at the community college in which students may enroll on a statewide basis and which will develop expertise in remediation to share with other institutions. The four year college should assist in the design and evaluation of the programs, while the community college serves as a laboratory. Such collaboration between the Community College of Baltimore and a four year college in its region may be appropriate.

18. Institutions need to improve retention standards

and raise their rates of student retention.

19. The State should encourage initiatives aimed at improving quality by providing a pool of funds to be administered as grants to public colleges and universities for quality improvement. (see funding)

#### Efficiency

The Commission believes that Maryland's system of higher education is not highly efficient. One problem relates to the distribution of students. The University of Maryland needs to have funding for staffing ratios and quality appropriate for excellent education and research primarily for graduate and upper division students. Yet a large proportion of undergraduate and lower division students are enrolled in this setting, and it would not be efficient to fund such a student body as if it were pursuing advanced work. Also, a number of other campuses in the system are underutilized and some of these bear the burden of trying to broaden their appeal in a period of declining enrollment, intense competition, and expanded student choice. There is some duplication in programs even between colleges having close geographic proximity. Such inefficiencies should be eliminated. Accordingly, the Commission recommends the following:

20. The Maryland Higher Education Commission should

promote interinstitutional cooperation. When new programs are proposed, it should consider the full array of available faculty and space resources and it should require that programs be offered jointly where such cooperation is appropriate. While this goal is appropriate statewide, it is particularly critical in the Baltimore region, which enjoys a large variety of diverse institutions but lacks a cohesive organization of these resources.

21. The MHEC should encourage as State policy that local private industry councils and employers contract with community colleges for training and retraining of workers when community colleges are able to meet these needs. This model is well used in some counties; others have not been so consistent.

22. The Maryland Higher Education Commission shall conduct an ongoing assessment of programs to evaluate production of graduates, enrollment, and other indicators of quality. A system of eliminating consistently unproductive programs shall be adopted, and the Commission will have authority to modify, eliminate, merge, or withhold funds related to such programs.



23. The MHEC should develop a process for uniform schedules, single system applications, and cooperative registration and purchasing.
24. The MHEC should prohibit unnecessary duplication of graduate programs, which require significant resources if they are to maintain high standards of quality. Unless there is compelling evidence of need, the MHEC should not approve new graduate programs of study which already are available at an institution within the system. Moreover, the annual program review should be used to eliminate such duplication where it now exists.

### Funding

In trying to assess the funding needs of higher education, The Commission examined a number of models including guidelines based on multiple factors, inflation over time, the proportionate share of the State's budget over time, comparisons with self-selected peers and with larger national groups, comparisons with other states, and institutional requests. Clearly one could build a case for initial funding and for annual adjustments using any one of these models or a combination of them. The Commission believes, however, that it is appropriate for the budgets of higher education, including those of the community colleges, to

remain in the discretionary part of the Governor's budget. That is, the Commission believes that an appraisal of affordability and other State needs should accompany the annual review of higher education needs and that the policy regarding level of funding should remain in the control of the Governor and General Assembly with annual budget reviews. State budget policy should not be driven entirely by comparisons with budgets beyond its control. Nevertheless, the Commission finds such comparisons one useful tool in determining need and concludes from its review that there is a need for immediate enhancement of the funding for higher education and for an extended plan for improved funding in addition to annual budget adjustments which would have been made without this review. The Commission further believes that the budget for higher education must be distributed with sensitivity to the goals of the Statewide Plan and with respect for the varying institutional missions.

Further, the Commission recognizes that funding is unlikely fully to meet higher education's needs or aspirations. The Commission, therefore, is recommending certain priority targets for funding rather than simply endorsing unspecified improvement in funding of the base. If the Commission recommendations were adopted in full, the funding of higher education per student from all sources would rise to a level within the top fifteen states in the nation. Such improvement is consistent with the Commission's interest in improving the quality of Maryland's higher education.

system.

Accordingly, the Commission makes the following recommendations for improvements beyond the usual annual adjustments in aid. A summary of the budget recommendations with a suggested timetable for implementation is found as exhibit II in the appendix of this report.

25. The University of Maryland College Park will retain funds equal to the general funds and tuition funds associated with the planned full time equivalent undergraduate enrollment decline of 20 percent, or 5341 full time equivalent students. This is estimated to cost the State an additional \$12.04 million (assuming 23% out of state enrollment and current tuition rates) by the final (fifth) year of phase in. In addition, costs associated with enrollment of these students at other institutions in Maryland may approach \$16 million, depending upon the institutions they select. It is anticipated also that the campus will retain State funds associated with the current enrollment. These are estimated to be approximately \$24 million. The added funding at the University will raise average spending per full time equivalent student to levels more closely in line with peer

institutions. These funds should be used to enhance faculty, to achieve a faculty mix in rank and stature appropriate to the changed student clientele, and to promote qualitative changes.

26. The State should add as an initial target raising salaries by rank to the 75th percentile of salaries in like institutions. This will cost \$3.9 million for the University of Maryland, \$1.9 for the state colleges and universities, and \$266,000 for St. Mary's College.

27. The State should appropriate \$3 million in each of five years to endow the Eminent Scholars Program envisioned in State law, which allows for state matching funds for private funds raised for this purpose. This program will allow institutions to attract highly regarded faculty of national reputation and to pay their salaries from interest on the endowment consisting of State and private matching funds.

28. The State should initiate a consolidation /cooperation/improvement fund to facilitate cooperative planning, mergers of programs or qualitative improvements. This fund should be

administered by the MHEC as a time limited grant to institutions. Initially this fund should have a budget of \$2 million to be used primarily for institutional planning activities envisioned elsewhere in this report. As it matures, this fund should grow to approximately \$10 million.

29. In recognition of the important contribution of the private colleges and as an investment in their continuing role in a diverse and excellent system of higher education, the State should continue its aid programs to independent colleges and universities. As funding for public higher education is improved, funding for private colleges should rise proportionately, as the current statute will provide. This proportionate increase is appropriate to maintain the balance of competition and quality in the public and private sectors which has served both well.

30. Maryland's community colleges should receive a formula increase which recognizes increasing costs in the colleges' budgets. The Commission was not able to examine in detail the funding proposal made by the community colleges' own study committee; however, the Commission urges the following

policies:

- a. Inflationary increases should be allowed regularly; however, the statute should not bind the Governor and General Assembly to an established rate or proportionate increase;
- b. The formula should recognize both fixed and enrollment related costs;
- c. The formula should recognize variations among counties in local ability to contribute to the support of the colleges;
- d. The proportions proposed in statute as state, local, and student shares of cost should be reexamined in light of the much broader purposes served by community colleges today; in recognition that some of the new emphases are services that otherwise may have been locally funded through recreation departments, senior citizens' programs, public schools, and other local programs; and in recognition of the broader responsibilities for remediation and access which are suggested within this report.

31. Student aid should be improved. The Commission believes that the state's resources will not be adequate to markedly affect need-based program gaps which may be left by major changes at the federal level. Accordingly, The Commission recommends targeting new State aid to specific objectives related to need, merit, and access.

The Commission recommends the following specific improvements:

- a. Merit scholarships should be increased to \$2000 per award.
- b. An additional bonus of \$3000 per distinguished scholar should be awarded to students attending the University of Maryland College Park, where the emphasis must be on improving quality.
- c. A work-study program should be created with State funding to cover administrative costs and with private sector (employer) funding providing the direct salary benefits.
- d. Special purpose scholarships based on neither

need, merit, nor desegregation should be phased out and funds added to the General State Scholarship Program.

e. Ideally student aid from state, federal, and private sources would be adequate to ensure a student's ability to attend the college of his choice. Limitations in funds, however, have resulted (1) in large numbers of needy students who are unserved by State financial aid and (2) in the awarding of very small grants to large numbers of students. The State's role in financial aid is very minor in comparison to the federal role. In view of both a limited role and limited funds, the Commission believes that State aid should be distributed according to policies which promote access.

f. Students receiving State grants of financial aid should be required to maintain a 2.0 grade point average on an annual basis to be eligible to renew aid.

g. The State should explore the feasibility of a tuition prepayment plan such as that being



considered in Michigan or a tax incentive program to encourage saving in advance for costs of higher education.

32. Institutions of higher education should improve their record of private fund raising. The MHEC shall offer technical assistance in this regard and shall explore the feasibility of developing a foundation for private fund raising for systemwide initiatives. The MHEC also will explore the feasibility of developing incentives, including financial incentives, to promote private fundraising.

33. The Commission believes that maintenance in the institutions of higher education has been neglected and recommends creation of a restricted maintenance fund for each institution. Institutions should have the authority to carry forward these maintenance funds from one fiscal year to the next and should be allowed to accumulate and use for maintenance interest earned on this account. However, institutions shall not be allowed to use these funds for purposes other than plant maintenance. These funds are to be used to refurbish and renew existing plants and are to

supplement ongoing maintenance. The institutions should report annually to the MHEC their expenditures for maintenance, their fund balance and their unmet needs.

34. The discrepancy between available capital budgets and higher education requests presents a greater dilemma. The Commission believes that better program planning, better distribution of students among existing campuses, consolidation, and more cooperative use of facilities and resources may moderate the need for new facilities. In addition the Commission believes that the State should consider leasing underutilized space and selling surplus properties and committing revenues from these sources to capital improvements. In view of the pressing need for maintenance, the Commission recommends that the State consider holding in abeyance funding for new construction for a limited period of time until plant renewal needs have been satisfied.

35. The Maryland Higher Education Commission should create a revolving capital fund for the purchase of instructional equipment to be used by all institutions in the system as needed and in

accordance with missions and program plans. (Virginia recently authorized a bonded indebtedness for the purpose and created a revolving account in which funds are deposited. Institutions lease the purchased equipment from the coordinating board. Revenues from the initial bond and from lease payments are available to maintain and expand this ongoing account.)

### Flexibility

The Commission believes that improving the level of funding will offer opportunity for improvement; however, it believes the potential for qualitative improvement consistent with institutional and systemwide plans is greatest when those institutions enjoy the freedom to manage their funds flexibly. Significant progress was made in granting such flexibility in 1985, pursuant to recommendations of the Flexibility Task Force chaired by Lt. Governor J. Joseph Curran. The Commission believes that the institutions have managed this flexibility well and are prepared to assume even greater autonomy.

Accordingly, the Commission recommends the following changes:

36. Institutional budgets should be prepared by governing boards and should be determined by the

Governor and General Assembly, after considering advice of the MHEC. Funds shall be budgeted to the MHEC with a line designation by institution. They will be distributed as a lump sum to the institution by the MHEC in accordance with the budget. The MHEC will have authority to transfer or withhold funds as described in recommendation 3. Appropriation in a lump sum to the institution will allow flexibility in institutional budget administration.

37. The Commission endorses simplification of the capital budget process, which presently involves burdensome and costly delays and procedures. The Commission recommends the following:

a. For the University of Maryland, which has and can support its own facility planning and engineering staff, the Commission recommends giving the University parallel authority to the Departments of General Services and Transportation for design and construction management oversight. The University would be constrained by budget allocations and overall space guidelines developed by the Department of State Planning but would enjoy flexibility

in project design, management, and execution.

- b. For the other State colleges and universities the Commission recommends streamlining the capital planning process by combining the program planning and detailed planning processes. Institutions would bear some risk in funding internally the costs of detailed planning; however, this consolidation of steps could reduce by at least six months the time spent in project planning, would allow flexibility in planning within overall State guidelines regarding space, and would allow recovery of allowable planning costs when initial construction is funded.

- 38. The Commission recognizes the importance of a fair and competitive procurement process but is concerned that burdensome procurement processes often are inefficient. The Commission is favorably impressed with improvements made on behalf of higher education pursuant to recommendations of the Flexibility Task Force in 1985. The Commission believes that the flexibility granted then for procurement of academic computers now should be extended to procurement of administrative computing

equipment as well.

39. Expanded flexibility will be accompanied by accountability. The MHEC will have authority, as outlined in recommendation 3, to impose sanctions, including the withholding of funds and the assumption of governing authority, against institutions which fail to meet their missions through faulty management.

#### Accountability

The Commission believes that the system of higher education should be structured for efficient and effective management and given adequate resources to operate well, but it also believes that those who are charged with managing public funds have a responsibility to demonstrate their effectiveness in doing so. The higher education system is not without accountability today. There are financial audits by the Legislature, the Comptroller's Office, and the State Board for Higher Education. There are accreditation reviews, licensure and certification examinations, records of enrollment, retention, graduation and transfer. Each of these offers a measure of performance. Most of these controls, however, are externally imposed. There is very little evidence that governing boards have taken a critical look at the performance of the institutions they manage, have developed a

regular process for periodic appraisals, have tied these to the plans of the institution and have used them for dynamic program planning. This needs to be done, and the Commission believes that it is those who govern the institutions who have primary responsibility in this regard. The Commission believes these boards must be empowered and inspired to undertake this important task. There is a need also for accountability from the Statewide board for the effectiveness of the system's working as a whole to achieve the broader collective purposes it has identified.

Accordingly the Commission makes the following recommendations for accountability.

40. Governing boards will develop institutional accountability plans which will measure performance in meeting the missions of the institution, its goals and objectives. Such plans will include assessments of student performance appropriate to the institution's mission.

41. The MHEC will receive institutional accountability plans and may approve or modify these plans. The accountability reports will be sent annually to the MHEC together with a description by the governing boards of any actions which may be taken pursuant to the findings. The MHEC will compile a

systemwide accountability report and submit this annually to the Governor and General Assembly.

42. Because the governing boards and MHEC will have strong authority, the Commission believes it is important to encourage regular training and evaluation of the performance of these boards. It recommends, therefore, that each higher education institution's governing board and the MECH adopt a process for training of new board members and for periodic self-evaluation. Such appraisals shall occur at least every five years and shall involve review and input from external observers with expertise in the role and conduct of governing boards. A summary of these reports and board actions shall be available to the Governor, General Assembly, and MHEC.

### Conclusion

The higher education system in Maryland has evolved over a long period of time. Periodic examination of the fit between that system and current needs is a necessary and healthy exercise if the system is to remain dynamic and of service to Maryland's citizens. There is much that is praiseworthy in Maryland's system as it operates today. For a modest investment of funds citizens



have a high degree of access, considerable diversity, and some excellent programs and faculty.

The Commission's recommendations, some of which will be seen as controversial, are not revolutionary. They do not intend to compromise the strengths of the current system. They do, however, seek to identify a management structure in which responsibility is clearly focused, goals for quality and efficiency which will make the system an even better investment, and funding and accountability which will ensure that goals can be met and are accomplished. They seek a dynamic and responsive system, one which is an asset to the economic growth of the State not by accident but by design, and one which serves the needs of the citizens who support it.

Accomplishing this plan will take leadership. Such leadership begins with the Governor and General Assembly who must commit themselves to excellence in higher education and weigh the value of this advice in achieving that objective. Leadership also must be found in the board members who will guide these institutions and this system in its journey toward excellence. Citizens of Maryland have shown an interest in education. They have supported impressive reforms in public school finance and they are participating actively in higher education. The Commission believes that these citizens will respond to a call for excellence in higher education. Our recommendations are designed to sound this call.

APPENDIX

# Exhibit 1

## 5-Year Implementation Plan

<u>Recommendation</u>	<u>Year Initiated</u>	<u>Method of Implementing</u>	<u>Responsible Party/Lead</u>	<u>Notes</u>
1	1	Statutory	Governor	Provide in plan
2	1	Statutory	Governor	
3	1	Statutory	Governor	
4	1	Statutory	Governor	
5	1-2	Administrative	Governing Boards	
6	2	Administrative	MHEC	
7	2	Administrative	MHEC	
8	1-2	Administrative	MHEC	
9	1	Administrative	MHEC	
10	1	Administrative	MHEC/SBCC	
11	2	Administrative	MHEC	
12	1-5	Administrative/Budget	UMCP/Governor	
13	1	Budget	Governor	Year 1 - 2% reduction
14	1	Administrative	ECC/Institutions	Year 2 - 4%
15	1	Administrative	Institutions	Year 3 - 4%
16	1	Administrative	MHEC/Institutions	Year 4 - 5%
17	2	Administrative	Institutions/MHEC	Year 5 - 5%
18	1	Administrative	Institutions/	
19	1	Budget	Governing Boards	
20	1	Administrative	Governor	
21	1	Administrative	MHEC	
22	1-2	Administrative	MHEC	
23	1-2	Administrative	MHEC	
24	1	Administrative	MHEC	
25	1-5	Budget	MHEC	
26	1	Budget	Governor	

# Exhibit 1

## 5-Year Implementation Plan

<u>Recommendation</u>	<u>Year Initiated</u>	<u>Method of Implementing</u>	<u>Responsible Party/Lead</u>	<u>Notes</u>
27	2	Budget	Governor	
28	1-3	Budget/Administrative	Governor/MHEC	
29	1	Budget	Governor	
30	1-5	Budget	Governor	
31	1-3	Budget/Statute	Governor	
32	1	Administrative	Institutions/MHEC	
33	1-5	Budget/Statute	Governor	
34	1-5	Administrative/Budget	Governor	
35	1	Administrative/Statute	MHEC/Governor	
36	2	Budget/Statute	Governor	
37	1-2	Statute	Governor	
38	1	Statute	Governor	
39	1	Statute/MHEC	Governor	
40	1	Administrative	Governing Boards	
41	2	Administrative	MHEC	
42	1-2	Administrative	Governing Boards	

# EXHIBIT II

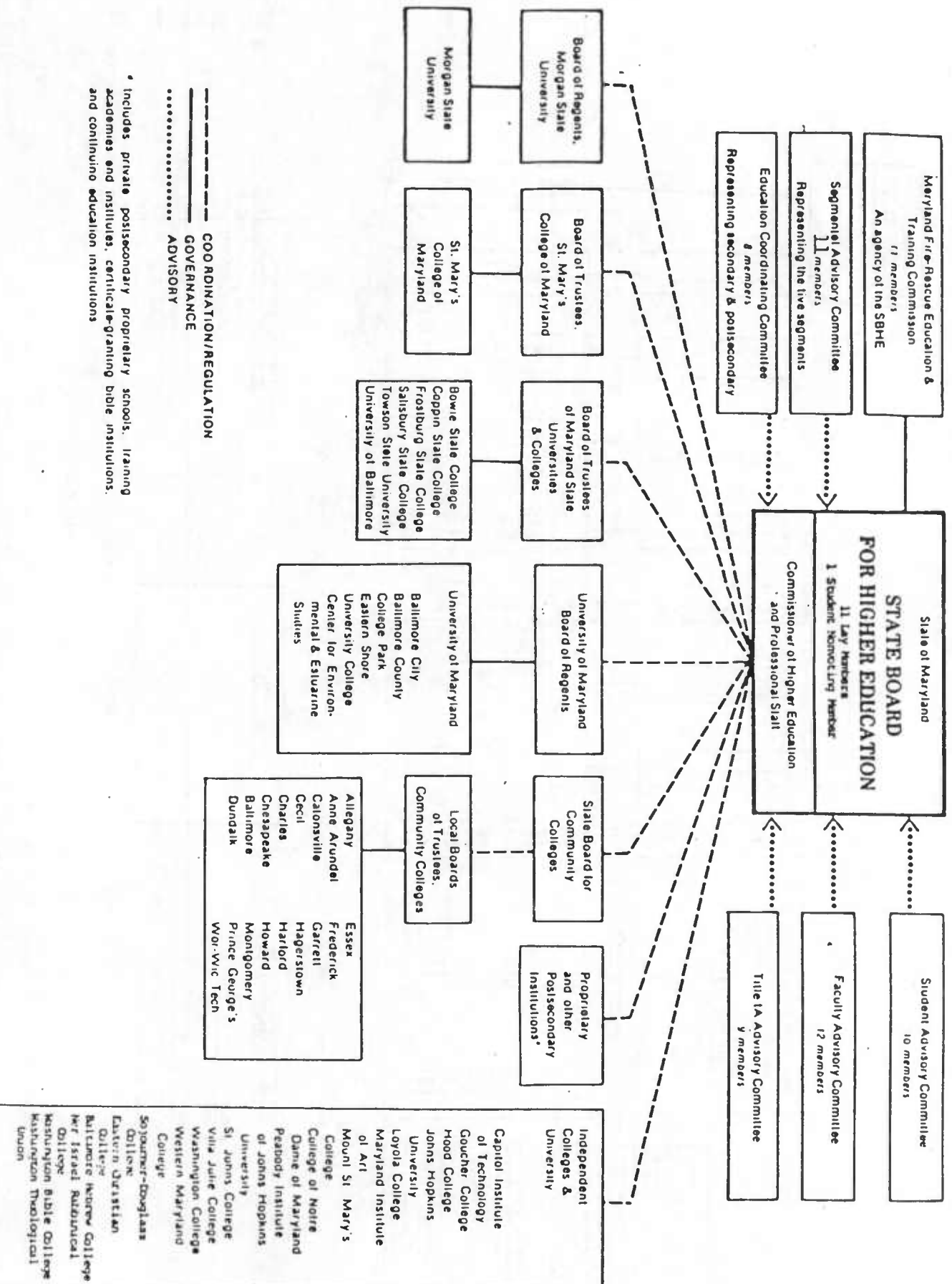
5-Year Budget Projections  
(All figures represent funds in addition to current budgets with normal annual growth: estimates are based on 1986 dollars without inflation; increases shown are above current budgets, not prior year budgets)

Recommendation	Year				
	1	2	3	4	5
25 (Enrollment Redistribution Related Quality Improvements)	\$1.20 million - UMCP * \$1.6 million - Receiving Institutions **	\$3.61 million - UMCP * \$4.8 million - Receiving Institutions **	\$6.02 million - UMCP * \$8 million - Receiving Institutions **	\$9.03 million - UMCP * \$12 million - Receiving Institutions **	\$12.04 million - UMCP * \$16 million - Receiving Institutions **
26 (Salary)	\$3.9 million - UM \$1.9 million - State Colleges and Universities \$ .266 - St. Mary's	\$3.9 million - UM \$1.9 million - State Colleges and Universities \$ .266 mill. - St. Mary's	\$3.9 million - UM \$1.9 million - State Colleges and Universities \$ .266 mill. - St. Mary's	\$3.9 million - UM \$1.9 million - State Colleges and Universities \$ .266 mill. - St. Mary's	\$3.9 million - UM \$1.9 million - State Colleges and Universities \$ .266 mill. - St. Mary's
27 (Eminent Scholars)	-	\$3 million	\$6 million (or growth necessary to match privately raised funds)	\$9 million	\$12 million
28 (Improvement/Incentive Grants)	\$2 million	\$5 million	\$10 million	\$10 million	\$10 million
29 (Private Colleges)	\$ .842 million ***	\$1.53 million ***	\$2.47 million ***	\$3.252 million ***	\$3.75 million ***
30 (Community College)	to be determined	to be determined	to be determined	to be determined	to be determined
31 (Student Aid)	\$1.394 million - Raises Award to \$2000 \$1 million - UMCP bonus	\$1.39 million - Raises Award to \$2000 \$1 million - UMCP bonus	\$1.39 - million - Raises Award to \$2000 \$1 million - UMCP bonus	\$1.39 - million - Raises Award to \$2000 \$1 million - UMCP bonus	\$1.39 million - Raises Award to \$2000 \$1 million - UMCP bonus
33 (Maintenance)	\$4 million	\$6 million	\$10 million	\$15 million	\$15 million
35 (Equipment Fund)	Capital Debt - to be determined				
TOTALS	\$18,100,000	\$32,396,000	\$50,946,000	\$66,738,000	\$77,246,000
% of Increase Over FY 1987	4.29%	7.67%	12.07%	15.81%	18.30%

\* Assumes 23% of student decline is out-of-State students  
 \*\* Assumes enrollment decline will be spread proportionately among 2 and 4-year public campuses, except UMWB, based on FY 1987 budgeted enrollment distribution  
 \*\*\* Assumes private college aid includes institutional aid reflecting proportionate shares of improvement/incentive grant, eminent scholars fund, and maintenance funds

# ORGANIZATION OF POSTSECONDARY EDUCATION IN MARYLAND

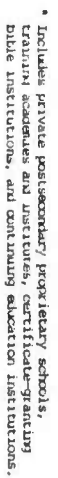
CURRENT



\* Includes private postsecondary proprietary schools, training academies and institutes, certificate-granting bible institutions, and continuing education institutions

----- COORDINATION/REGULATION  
 ----- GOVERNANCE  
 ..... ADVISORY

11-12-13-14-15-16-17-18-19-20-21-22-23-24-25-26-27-28-29-30-31-32-33-34-35-36-37-38-39-40-41-42-43-44-45-46-47-48-49-50-51-52-53-54-55-56-57-58-59-60-61-62-63-64-65-66-67-68-69-70-71-72-73-74-75-76-77-78-79-80-81-82-83-84-85-86-87-88-89-90-91-92-93-94-95-96-97-98-99-100-101-102-103-104-105-106-107-108-109-110-111-112-113-114-115-116-117-118-119-120-121-122-123-124-125-126-127-128-129-130-131-132-133-134-135-136-137-138-139-140-141-142-143-144-145-146-147-148-149-150-151-152-153-154-155-156-157-158-159-160-161-162-163-164-165-166-167-168-169-170-171-172-173-174-175-176-177-178-179-180-181-182-183-184-185-186-187-188-189-190-191-192-193-194-195-196-197-198-199-200-201-202-203-204-205-206-207-208-209-210-211-212-213-214-215-216-217-218-219-220-221-222-223-224-225-226-227-228-229-230-231-232-233-234-235-236-237-238-239-240-241-242-243-244-245-246-247-248-249-250-251-252-253-254-255-256-257-258-259-260-261-262-263-264-265-266-267-268-269-270-271-272-273-274-275-276-277-278-279-280-281-282-283-284-285-286-287-288-289-290-291-292-293-294-295-296-297-298-299-300-301-302-303-304-305-306-307-308-309-310-311-312-313-314-315-316-317-318-319-320-321-322-323-324-325-326-327-328-329-330-331-332-333-334-335-336-337-338-339-340-341-342-343-344-345-346-347-348-349-350-351-352-353-354-355-356-357-358-359-360-361-362-363-364-365-366-367-368-369-370-371-372-373-374-375-376-377-378-379-380-381-382-383-384-385-386-387-388-389-390-391-392-393-394-395-396-397-398-399-400-401-402-403-404-405-406-407-408-409-410-411-412-413-414-415-416-417-418-419-420-421-422-423-424-425-426-427-428-429-430-431-432-433-434-435-436-437-438-439-440-441-442-443-444-445-446-447-448-449-450-451-452-453-454-455-456-457-458-459-460-461-462-463-464-465-466-467-468-469-470-471-472-473-474-475-476-477-478-479-480-481-482-483-484-485-486-487-488-489-490-491-492-493-494-495-496-497-498-499-500-501-502-503-504-505-506-507-508-509-510-511-512-513-514-515-516-517-518-519-520-521-522-523-524-525-526-527-528-529-530-531-532-533-534-535-536-537-538-539-540-541-542-543-544-545-546-547-548-549-550-551-552-553-554-555-556-557-558-559-560-561-562-563-564-565-566-567-568-569-570-571-572-573-574-575-576-577-578-579-580-581-582-583-584-585-586-587-588-589-590-591-592-593-594-595-596-597-598-599-600-601-602-603-604-605-606-607-608-609-610-611-612-613-614-615-616-617-618-619-620-621-622-623-624-625-626-627-628-629-630-631-632-633-634-635-636-637-638-639-640-641-642-643-644-645-646-647-648-649-650-651-652-653-654-655-656-657-658-659-660-661-662-663-664-665-666-667-668-669-670-671-672-673-674-675-676-677-678-679-680-681-682-683-684-685-686-687-688-689-690-691-692-693-694-695-696-697-698-699-700-701-702-703-704-705-706-707-708-709-710-711-712-713-714-715-716-717-718-719-720-721-722-723-724-725-726-727-728-729-730-731-732-733-734-735-736-737-738-739-740-741-742-743-744-745-746-747-748-749-750-751-752-753-754-755-756-757-758-759-760-761-762-763-764-765-766-767-768-769-770-771-772-773-774-775-776-777-778-779-780-781-782-783-784-785-786-787-788-789-790-791-792-793-794-795-796-797-798-799-800-801-802-803-804-805-806-807-808-809-810-811-812-813-814-815-816-817-818-819-820-821-822-823-824-825-826-827-828-829-830-831-832-833-834-835-836-837-838-839-840-841-842-843-844-845-846-847-848-849-850-851-852-853-854-855-856-857-858-859-860-861-862-863-864-865-866-867-868-869-870-871-872-873-874-875-876-877-878-879-880-881-882-883-884-885-886-887-888-889-890-891-892-893-894-895-896-897-898-899-900-901-902-903-904-905-906-907-908-909-910-911-912-913-914-915-916-917-918-919-920-921-922-923-924-925-926-927-928-929-930-931-932-933-934-935-936-937-938-939-940-941-942-943-944-945-946-947-948-949-950-951-952-953-954-955-956-957-958-959-960-961-962-963-964-965-966-967-968-969-970-971-972-973-974-975-976-977-978-979-980-981-982-983-984-985-986-987-988-989-990-991-992-993-994-995-996-997-998-999-1000-1001-1002-1003-1004-1005-1006-1007-1008-1009-1010-1011-1012-1013-1014-1015-1016-1017-1018-1019-1020-1021-1022-1023-1024-1025-1026-1027-1028-1029-1030-1031-1032-1033-1034-1035-1036-1037-1038-1039-1040-1041-1042-1043-1044-10



LIST OF THOSE WHO TESTIFIED

Dr. Lucie Lapovsky	Director of the Division of Finance and Facilities, State Board for Higher Education
Dr. John S. Toll	President, University of Maryland
Dr. Albert H. Bowker	Executive Vice President, University of Maryland
Dr. John B. Slaughter	Chancellor, University of Maryland
Mr. Ralph D. Bennett, Jr.	Associate Professor, School of Architecture Chairman, Faculty Senate University of Maryland
Dr. T. Benjamin Massey	Chancellor, University of Maryland University College
Dr. John W. Dorsey	Chancellor, University of Maryland Baltimore County
Dr. William P. Hytche	Chancellor, University of Maryland Eastern Shore
Dr. Edward N. Brandt	Chancellor, University of Maryland At Baltimore
Mr. Richard R. Kline	Chairman, State Board for Higher Education
Dr. Sheldon H. Knorr	Commissioner, State Board for Higher Education
Mr. Francis Gates	Chairman of the Board of Regents Morgan State University
Dr. Earl S. Richardson	President, Morgan State University
Dr. Ernest Hammond	President, Faculty Senate, Morgan State University
Mr. Abraham Moore	Vice President of Finance and Management Morgan State University
Mr. Danilo DeSousa	Student Regent, Morgan State University
Ms. J. Elizabeth Garraway	President, Maryland Independent College and University Association (MICUA)
Dr. Rhoda Dorsey	President, Goucher College and Chairman of MICUA
Father Joseph A. Sellinger	President, Loyola College



LIST OF THOSE WHO TESTIFIED  
(continued)

Dr. G. William Troxler	President, Capitol Institute of Technology
Dr. Steven Muller	President, The Johns Hopkins University
Dr. Fred Lazarus IV	President, Maryland Institute College of Art
Dr. Samuel P. Massie	Chairman, State Board for Community Colleges
Dr. James D. Tschechtelin	Executive Director, State Board for Community Colleges
Dr. Robert E. Parilla	President, Montgomery College Chairman, Committee on the Future of Maryland Community Colleges
Dr. Robert Gell	President, Cecil Community College Chairman, Maryland Council of Community College Presidents
Mr. Hamid Seyedin	President, Maryland Association of Community College Trustees Trustee, Montgomery College
Dr. Wilbur Hicks	Associate Professor of English, Community College of Baltimore
Mr. Dennis Farina	Graduate of Chesapeake College
Ms. Rose Shockey	Graduate of Dundalk Community College
Dr. Edward T. Lewis	President, St. Mary's College
Dr. Wesley P. Jordan	President, Faculty Senate, St. Mary's College
Dr. Michael R. Rosenthal	Academic Dean, St. Mary's College
Dr. Douglas S. MacDonald	Executive Director, Maryland State Scholarship Board
Mrs. Carol Petzold	Chairman, Maryland State Scholarship Board
Ms. Brenda Bornt	Advisory Committee, Maryland State Scholarship Board
Mr. James A. Leamer, Jr.	Executive Director, Maryland Higher Education Loan Corporation
Dr. Nelson P. Guild	Interim Executive Director, Board of Trustees of the State Universities and Colleges
Dr. H. Mebane Turner	President, University of Baltimore

LIST OF THOSE WHO TESTIFIED  
(continued)

Dr. James E. Lyons, Sr.	President, Bowie State College
Dr. Norman Johnson	President, Statewide Faculty Senate
Dr. Thomas E. Bellavance	President, Salisbury State College
Dr. Kenneth Jablon	Acting President, Frostburg State College
Dr. Calvin W. Burnett	President, Coppin State College
Dr. Hoke L. Smith	President, Towson State University
Mr. James K. Archibald	Chairman, Board of Trustees Board of Trustees of the State Universities and Colleges
The Honorable Charles W. Gilchrist	County Executive, Montgomery County
Dr. Joseph T. Durham	President, Community College of Baltimore (representing Mayor William Donald Schaefer)
The Honorable Parris N. Glendening	County Executive, Prince George's County
Ms. Elizabeth Blake	Director, Carroll Community College (representing the Carroll County Commissioners)
Mr. R. Wayne Moore	President, TESST Electronic School President, Chesapeake and Potomac Association of Proprietary Schools
Mr. Michael R. Morton	Executive Director, State Council on Vocational-Technical Education (representing Mr. John J. Lancaster, Jr., Chairman)
Mr. James R. Lott	Executive Director, Governor's Employment and Training Council
Dr. Richard Millard	President, Council on Postsecondary Accreditation
Dr. Frank Newman	President, Education Commission of the States
Mr. Frederick K. Schoenbrodt	President, Maryland State Board of Education
Mrs. May Bolt	Chairman, Education Coordinating Council
Mr. Wilson H. Parran	President, Maryland Association of Boards of Education

LIST OF THOSE WHO TESTIFIED  
(Continued)

Dr. John L. Carnochan	Chairman, Education Committee, Maryland Chamber of Commerce
Dr. S. Joseph Campanella	Assistant Director, Research, COMSAT Laboratories
Ms. Mary Frederic	Assistant to the Assistant Secretary for Job Training, Maryland Department of Employment and Training
Dr. James J. Hill	Chairman, Maryland Conference of the American Association of University Professors
Dr. Umberto Neri	Chairman, Faculty Guild, University of Maryland (affiliate American Federation of Teachers)
Dr. Alan S. Wingrove	Member, Faculty Advisory Committee to the State Board for Higher Education
Mr. William S. Ratchford, II	Director, Department of Fiscal Services
Dr. H. Louis Stettler, III	Secretary, Department of Budget and Fiscal Planning
Dr. Emory C. Harrison	Assistant Secretary, Capital Program Planning Division, Department of State Planning
Mr. Eric S. Walbeck	Assistant Secretary for Engineering Department of General Services
Mr. David Ricker	Analyst, Department of Budget and Fiscal Planning
Mr. William McLean	Analyst, Department of Budget and Fiscal Planning
Dr. John F. Brugel	Assistant Chancellor, New Jersey Department of Higher Education

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